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Bulletin of The Industrial Commission of Ohio

VOL. IV

COLUMBUS, OHIO, NOVEMBER 27, 1917

No. 11

DEPARTMENT OF INVESTIGATION AND STATISTICS
REPORT No. 32

Preliminary Survey of Labor Camps in Ohio

THE INDUSTRIAL COMMISSION OF OHIO

T. J. DUFFY, Chairman
J. D. CLARK

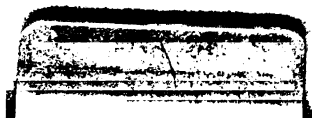
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GEORGE F. MILES, Chief Statistician.
WILBUR F. MAXWELL, Assistant Statistician.

REPORTS PUBLISHED BY THE DEPARTMENT OF INVESTIGATION AND STATISTICS OF THE INDUSTRIAL COMMISSION OF OHIO.

The Department of Investigation and Statistics of the Industrial Commission of Ohio succeeded the Bureau of Labor Statistics, September 1, 1913. The series of annual reports issued by that Bureau, therefore, terminated with the thirty-seventh annual report, for the year ending December 31, 1912. The reports of the Department of Investigation and Statistics are issued at irregular intervals, and are numbered consecutively, beginning with No. 1. Each number is devoted to one general subject. These reports will be furnished free upon application, postage prepaid to residents of Ohio. They will be furnished to non-residents, free, upon receipt of postage, or authorization to send same express C. O. D.

- No. 1. Wages and Hours of Labor of Women and Girls Employed in Mercantile Establishments in Ohio in 1913. (Out of print.)
- No. 2. Accident Claims Filed Under the Workmen's Compensation Act of Ohio, March 1, 1912 to December 31, 1913. (Out of print.)
- No. 3. Statistics of Mines and Quarries in Ohio, 1913.
- No. 4. Industrial Accidents in Ohio, January 1, 1914 to June 30, 1914.
- No. 5. Union Scale of Wages and Hours of Labor in Ohio on May 15, 1914.
- No. 6. Industrial Accidents in Montgomery County, Ohio, from July 1 to December 1, 1914.
- No. 7. Industrial Accidents in Franklin County, Ohio, from July 1 to December 31, 1914.
- No. 8. Industrial Accidents in Cuyahoga County, Ohio, from July 1 to December 31, 1914.
- No. 9. Industrial Accidents in Hamilton County, Ohio, from July 1 to December 31, 1914.
- No. 10. Industrial Accidents in Lucas County, Ohio, from July 1 to December 31, 1914.
- No. 11. Industrial Accidents in Mahoning County, Ohio, from July 1 to December 31, 1914.
- No. 12. Industrial Accidents in Summit County, Ohio, from July 1 to December 31, 1914.
- No. 13. Industrial Accidents in Stark County, Ohio, from July 1 to December 31, 1914.
- No. 14. Cost of Living of Working Women in Ohio.
- No. 15. Work of the Free Labor Exchanges of Ohio, for the Year Ending June 30, 1915.
- No. 16. Rates of Wages, Hours of Labor, and Fluctuation of Employment in Ohio in 1914. (Out of print.)
- No. 17. Inspection of Workshops, Factories and Public Buildings in Ohio, September 1, 1913, to December 31, 1914.
- No. 18. Physical Examination of Wage Earners in Ohio in 1914.
- No. 19. Statistics of Mines and Quarries in Ohio, 1914.
- No. 20. Union Scale of Wages and Hours of Labor in Ohio on May 15, 1915.
- No. 21. Industrial Accidents in Ohio, January 1, 1914, to June 30, 1915.
- No. 22. Report on Employers Carrying Self-Insurance as Provided Under Section 22 of The Workmen's Compensation Act.
- No. 23. Mediation of Industrial Disputes in Ohio, January, 1914, to June 30, 1916. (Out of print.)
- No. 24. Job Selling in Industrial Establishments in Ohio. (Out of print.)
- No. 25. Statistics of Mines and Quarries in Ohio in 1915.
- No. 26. Inspection of Workshops, Factories and Public Buildings for the Year Ending December 31, 1915.
- No. 27. Work of the Free Labor Exchanges in Ohio for the Year Ending June 30, 1916.
- No. 28. Rates of Wages, Hours of Labor and Fluctuation of Employment in Ohio for the Year Ending December 31, 1915.
- No. 29. Infections Following Industrial Accidents in Ohio.
- No. 30. Union Scale of Wages and Hours of Labor in Ohio on May 15, 1916.
- No. 31. Statistics of Mines and Quarries in Ohio in 1916.
- No. 32. Preliminary Survey of Labor Camps in Ohio, 1917.



THE INDUSTRIAL COMMISSION OF OHIO

DEPARTMENT OF
INVESTIGATION AND STATISTICS

REPORT No. 32

Preliminary Survey of Labor Camps in Ohio



COLUMBUS, OHIO:
THE F. J. HEER PRINTING CO.
1918

Bound at the State Bindery.

LETTER OF TRANSMITTAL.

NOVEMBER 27, 1917.

The Industrial Commission of Ohio,

GENTLEMEN: The special inquiry into labor camp conditions which your Board authorized the Department of Investigation and Statistics to conduct has been completed and we present its results in the following report, prepared by Carrie E. Reid. We trust the survey will prove of some value in determining the course which should be taken by the State in this important matter.

Very truly yours,

GEO. F. MILES,
Chief Statistician.

PRELIMINARY SURVEY OF LABOR CAMPS IN OHIO.

Introduction.

Labor camp conditions in this State have been repeatedly brought to the attention of this Department by laborers who have visited or written our office to enter complaint against certain insanitary features of such life or unfair contract and wage payment-methods followed by their proprietors. Superintendents of the State-City Labor Exchanges have also had numerous reports of cases of dispute or dissatisfaction. Our agents, in their attempts to adjust such of these difficulties as appeared to us to have proper claim upon the time of this Department, gained first-hand knowledge of some conditions they regard as deplorable and similar information came in in connection with our activities against illegal practices of private employment agencies.

- The number of our industrial population who spend their work-lives in whole or in part in camps may not be exactly known, but it is believed to be larger than any popular realization of it, and it is certain that the unprecedented activity due to general prosperity and war preparation has greatly and suddenly increased its proportions, complicated its management, and, generally speaking, made it more than ever a problem, not only as affecting all the inhabitants of these places, but, because that type of worker "floats" so continuously from camp to camp or from camp to city, for its effects upon the general public welfare of this State or other states into which they drift.

Improved permanent housing for industrial multitudes is pressing hard on the attention of employers and municipalities. Several ambitious model home plans are already under consideration by large Ohio concerns. Some degree of amelioration of various social disorders may be expected to result from correct living conditions, indeed the most sanguine hopes are entertained by the promoters of this campaign. The subject lies, however, wholly outside the scope of this report, which will deal under the caption, Labor Camp, only with labor employed at temporary locations or living in conditions approximating camp conditions while employed in permanent plants.

Time and Extent of Investigation.

Our preliminary survey of 108 camps was made in April and May of this year. Their population at that season was 7,172 men, but their housing capacity was 11,349 men. The compilations which appear in

this report are all based upon the latter figures, i. e., our agents worked with schedules detailing points of information about the equipment the camp had for the total number of men it was designed to house and not the number who were there at the time of inspection.

The classes into which these camps were divided by nature of employment and the number of each visited were:

Construction camps	17
Railroad camps	67
Factory and Mill camps.....	24

The weather conditions and the somewhat depleted population existent at that season should have contributed to make our reports on their sanitary features as favorable or more so than if a different time had been chosen. It is certainly fair to assume that the management in charge of those lately opened for spring contracts would have put them in shape for that event according to whatever custom the owning company followed. Since neither hot weather nor flies had as yet appeared, the only difficulty in maintaining whatever standards of cleanliness they then set up would appear to have been the mud about them, and to this our agents gave consideration in their reports upon the lay-out of the camp and the length of the period it was likely to be established in that location.

Difficulties of Tabulation of Returns.

Any comment on this subject is equivalent to an argument in justification of the report itself and must appear again in other form in the summary recommendations at its close. But it seems necessary to anticipate this with an explanation here of our omission of formal tables and definite totals or averages.

In the absence of a law prescribing minimum camp requirements, the arrangement of any such tables was out of the question, unless a standard had been borrowed from the legislation of some other state. This seemed impracticable on account of their divergence from us in their chief occupations, classes of labor, or climatic conditions. Several states have made these surveys and have now regular authorized camp supervision, embodying the issuing of orders and reinspection to determine their enforcement, on plans resembling the organization of our Department of Workshop and Factory Inspection. Their annual reports admit, therefore, of the rating of all camps within them as good, fair, or poor in relation to the lawful standard. Pending the adoption here of regulatory orders of this kind, we are reduced to a simple narration of our agents' findings without attempt to measure their facts as within or without legality.

Schedule Queries.

The paragraph headings used in this report practically summarize the details of the schedule forms. Individual names and locations are all that have been suppressed.

Manner of Inspection.

The field work of this investigation was done by actual visit without previous notice to either the local management or the business ownership of intention to inspect. The agent's full time was utilized, so that his call was likely to occur at any hour of the day or on any day of the week and he viewed whatever camp activity was in progress at that time. We offer these, therefore, as representative reports.

Attitude of Those in Charge.

There was small opposition to the work of these agents and small interest apparent in whatever opinions they might acquire. They were questioned in only a few cases as to the purpose of their work or why it had been undertaken at this time and they were questioned in still a smaller number of cases as to their verdict upon camp surroundings or practices.

Cooks and commissary managers occasionally were apologetic for unkempt conditions, and occasionally, too, they were desirous of suggestions for improvement.

Foremen and labor bosses so often have separate living quarters in hotels in nearby towns that, in the main, they had little actual information to give. They remarked that they "didn't go about there much", or that they "guessed it was pretty bad over in the camp."

A notable exception to this rule of indifference was the attitude of a clerk formerly employed in a similar capacity in another state where his camp had been open to regular inspection and compelled to meet definite requirements.

Classes of Labor.

Thirty-six camps had a mixed population of American and European whites, twelve were made up of negroes and whites, twenty were maintained for negroes only, all others had native white population. The European workmen represented the usual immigrant nationalities, except that one large colony of Turks was inspected.

No attempt was made to make this a study of wage or hour conditions or degrees of skill required for varying types of labor performed, our schedule providing chiefly for a sanitary survey. The work in railroad camps is on maintenance of way and extension projects; in construction camps, it is labor on road, bridge, or other building work, or in realty allotment or development; and in factory and mill camps, it

ranges from common to semi-skilled labor in connection with the trade processes of the employing plant.

Sources of Supply and Labor Turnover.

Labor in these camps "drifts in" or is sought for through public and private employment offices or by paid company agents. The reputation of any individual camp is passed along by those who have been in it—one high-grade factory camp claims it maintains its forces solely by this means. The true hobo element probably stop for brief periods at most of the camps along their lines of travel, whatever their repute.

A few railroads and several manufactories maintain their own employment departments without fee to applicants and in some cases with free transportation to the job site. Others charge for these services but make refunds after a certain term of work. Most foreigners make gang movements from job to job and the business incident to such transfer is transacted by one of their leading English-speaking members, who acts as a straw-boss but who is in very truth a help hunter in disguise and the collusion, if any, that exists between him and the real work-boss in their negotiations about taking on or letting off men is easier in suspicion than in proof. As profiting parties in whatever splits in fees are made or commissions allowed, they will not, of course, give information against themselves; the foreigner so often feels his need of the group and his inability to go it alone that he cannot be prevailed upon to complain of practices the injustice of which he senses quite well; no book records of these dealings are made, and the whole matter, therefore, rests upon the integrity of the word of the workmen who object to forced contributions for job services and the testimony of foremen who stand out against such nefarious traffic in a commodity the justice of the sale of which under any type of agreement becomes each passing year more and more a debated subject. We have reported on this in our Number 24, "Job Selling in Industrial Establishments in Ohio", and it is the belief of our agents who had charge of this investigation that much of the information and comment thereon given in that bulletin is equally applicable to hiring and firing methods pursued in camps in this State.

The rapidity of turn-over in the working force of these camps is very high, as is shown by the average length of residence statement here given:

Remaining for one pay day.....	In 10 camps
Remaining for less than two weeks.....	In 7 camps
Remaining for two weeks to one month.....	In 22 camps
Remaining for one to three months.....	In 21 camps
Remaining for three to six months.....	In 9 camps
Remaining for six months to one year.....	In 4 camps
Remaining over one year.....	In 7 camps
Remaining steady	In 8 camps

Figures on the age of the camps inspected are as follows:

Established less than one month.....	29 camps
Established one to three months.....	15 camps
Established three to six months.....	9 camps
Established six months to one year.....	13 camps
Established over one year.....	14 camps

Twenty camps are omitted from the first and eighteen from the second of these statements because no one could be found in them who had information of these items. The clerk is seldom retained more than six weeks in a single location in camps listed as temporary. He usually disclaimed any knowledge of their previous histories other than a general impression that they were known as tough places or desirable berths. He keeps whatever records are required of him and at the close of his tenure of the job, turns it over to some other and moves on. Inaccuracies discovered in information from the same source regarding the matter of housing (see Sleeping Quarters), inclines us to the conclusion that these figures may show less than the actual shift of labor camp forces.

Findings on Sanitation.

The points upon which our agents queried these camps in reference to living standards and health menaces divide themselves naturally as follows:

General Camp Lay-out,
Sleeping Quarters,
Boarding Service,
Water Supply,
Toilet and Washing Facilities,
Garbage Disposal,
Care of Sick,
Rules and Penalties and Their Enforcement.

General Camp Lay-out.

The majority of the camps in each classification were situated on high and well-drained ground. Eighty of the total of 108 are so reported and seem to have been as advantageously located as the conditions of the work and the season permitted.

Eighteen others, 11 of them railroad camps, were only fairly well placed and 5 were passed upon as poor. A construction camp otherwise favorably planted exposed its occupants to the almost unbearably strong gas from a cinder dump. A railroad camp had stagnant water just back of it; another hung over a 40-foot hill; 105 men in a third lived in houses set on ground lower than any that lay about it; small box-car camps were set down in switching yards; a veritable swamp held one; and a 50-man crew was wedged tightly between railroad yards on one hand and a big factory on the other. One camp had been maintained for one year in

a location summarized as follows: Bunk house and kitchen drain toward barns and barns drain toward well. Manure brought up from stables to bank the living quarters.

Sleeping Quarters.

The prevailing modes of housing in these camps are railroad cars and portable and permanent dwellings. Only two tent camps were found, but these exist in or near our canning centers at their busiest periods and near cities suffering from inadequate realty development of any kind or of the kind suited to the racial character and financial limitation of their industrial inhabitants.

Box cars in use at camps are the castoffs from regular service and mixed in among them are old diners, pullmans, baggages and cabooses that have passed the usefulness of their original purposes. The typical form of box car construction is 32 to 34 feet length by 7½ to 8 feet width by 6 to 10 feet height with side door entrance and two to eight windows, each 18 by 22 inches. Some of these cars had no means of entrance other than swinging oneself up from the ground but in most places a plank extended down from the rods below the car floor. This gives ready access to the bunk cars, but, unless thrown out after use, which it very often is not, proves a frequent cause of derailment of cars when hitching on for moving by crews unaware of the practice or too careless to make sure of the plank's removal before bumping the car they have called for.

Under portable houses, we include those portable either in entirety or in sections. A very fine type of the latter is used in some large camps and afford wholesome quarters if kept within normal capacity.

Permanent housing carries through the degrees shack, shanty, house and hall or hotel. For the arrangement of the interiors, there seems to be no general rule unless it be the greatest utilization of spaces. Not infrequently the matter of how they shall sleep is left to the men and with company-furnished material, they build up their own bunks in whatever manner best suits them.

If any one arrangement could be cited as typical, it would be that of the stove and a few boxes to sit on in the center with bunks at sides and ends. Occasionally this is varied by putting stoves at the ends in cases of long or large rooms. One agent notes a camp where the stove was crowded out entirely and had to be set up in a low tarpaper-covered lean-to built in front of the only doorway. This entrance, he says, was dark as pitch and less than man-high.

Single and double bunks of wood or steel construction are used in tiers of one, two or three. These are sometimes of such dimensions that the men in the lower two cannot sit up in bed, but must enter and leave them literally by rolling in or out. Part partitions are used between bunks

or tiers of bunks and, less frequently, between bedfellows in the same bunk. The former fail signally of their purpose of insuring privacy and seem to serve chiefly as hindrance to free circulation of the air.

Another very common method of bunking is the continuous wood platform, also arranged in tiers. Where this is used, entrance to the upper tiers is seldom provided for and the usual practice is to step on the end beds below and walk across all those above until one's own is reached. Twenty to thirty inches from the floor is the average for the bottom tiers.

Separate wood or iron beds and knock-down cots are also used and these and the better-grade steel bunks are provided with springs and mattresses of straw ticks are furnished. In most others loose straw is used. In exceptional cases this is held in place by canvas covering tacked down tightly at ends and sides. Five camps bunked men on bare platforms. Only one company made a charge for mattresses and the same figure, \$3.00, covered the cost of two comforters, so the men usually chose the latter.

The use of mattresses is often continued until they become too filthy, when they are thrown away. Changes of straw occur only when somebody in authority so orders which nobody often does, judging from the frequency with which our agents introduce the expression, "extremely dirty", in their reports on this subject. A man on the job for one month in a factory camp had not had his blankets washed in that time. One plant claimed bed washing every two months as its regular system. To offset this, the same type of camp furnishes one example of separate lockers for both clothing and bedding and regular weekly washing of latter at a cost to the workmen of 25 cents. Of a railroad negro camp visited in April, our agent says, "Blankets washed once since August. Will be washed again soon. Man allowed to lay off to do it". A group of Serbians rolled up all the wretched old bedding furnished by their company and piled it in one end of the car and bought new with their own wages.

Blankets and comforters are the only bedding used in most camps. Men who work on railroad construction frequently furnish their own, 26 of 67 camps so report. In others it is supplied by the company or the commissary with whom they have contract. Sheets and pillow cases are used in some of the permanent factory and mill camps. One hundred and seventy-five men at Youngstown were supplied with two changes a week of fresh-laundered ones. A Cincinnati camp has a regular weekly change but gives out clean ones to new men coming in during the week. There is no mention of pillows on schedules from other camps. In these, men are seldom provided with lockers for their clothes, indeed, it is by no means uncommon for them to sleep in all except their shoes and the coat which they roll up to serve as a pillow.

By day it is the duty of the cook or his flunkey assistant to air and clean the bunk quarters. In actual practice in camps where the cook is without help, he is too busy with nearer duties to spend much time in this way and many of them admitted that they couldn't always "get around" to that part of their work. Flunkies are generally men of reduced physical vigor or less than average capacity for getting on and their standards of sweeping up and cleaning out are lax enough for the most part to leave them ample time for loafing over at the cook's place where it is less lonesome or following the men to pass the time away.

While promiscuous bunking is stoutly denied in most camps, our agents saw but one where such an offense might not occur whenever men turn in for a night's rest. Beds are in no way distinguished by number or sign and, despite the testimony to the contrary, the query comes to mind; what is there to prevent it? One must doubt the positive knowledge of who is who in the matter of beds possessed by a certain camp management where the composite opinion about their population of the day before our agent's visit tabulates in this fashion:

Clerk said he had 85 on his books.

Cook declared 105 ate at the table.

Our agent counted 128 mussed-up bunks.

One single camp of the more than one hundred covered in this preliminary survey used brass check numbers on bunks and issued duplicates to their temporary owners. Others had no safeguards against promiscuity other than the courtesy of the camp, if any prevailed, or the law of might if the claimant cared to invoke it.

Where men board themselves and the camp is left alone during the day, it is necessary for the security of their property to lock up the premises after breakfast is over and before there can be any opportunity of properly airing the bedding.

Beds are generally vermin-infested. Many camps make regular use of insecticides. In a few which claimed similar care in this matter, no sprayers nor material was in evidence and there was no odor to indicate that any had been lately used. One man complained of the platform beds in these terms: "It is no use to get all washed and boiled up on Sunday and then have to make room for some lousy bedfellow and get all bugged up before the week is out."

Per capita air space shows the most extreme variation. This is quite true as between different parts of the same camp as it is of separate camps. Full man capacity was adopted as the base in our computations of this item and the usual builders' rules for shape and slope of roofs were used. The results are a complete illustration of the lack of standardized design that permeates this feature of labor camp management:

In factory and mill camps:

One supplies 6 men, 170 cu. ft. each; 53 other men, 700 cu. ft. each.
 One supplies 50 men, 500 cu. ft. each; 260 other men, 185 cu. ft. each.
 One supplies 2 men, 945 cu. ft. each; 9 other men, 210 cu. ft. each.
 105 cu. ft. per person was the lowest figure for this classification.

In construction camps:

800 men have 100 cu. ft. each; 52 in same camp, 235 cu. ft.
 84 men have 100 cu. ft. each; 28 in same camp, 450 cu. ft.
 60 men have 340 cu. ft. each; 14 in same camp, 930 cu. ft.
 100 cu. ft. is the lowest figure in construction camps and 940 men were subject in them to this condition. 83 per cent had 200 cu. ft. or less.

Only 3 per cent of the railroad camp population had 500 cu. ft. sleeping space. Men sleeping in as little as 50 cu. ft. of space are not included in the table below because their quarters were in well-ventilated berths of discarded sleeping cars and were no doubt as wholesome as if roomier.

In railroad camps:

<i>Cu. ft. air space per person.</i>	<i>Number of men.</i>
65	36
80	35
90	160
100-125 inclusive.....	244
125-150 inclusive.....	680
150-200 inclusive.....	672
200-300 inclusive.....	1,050
300-500 inclusive.....	458
Over 500	100

The greater number of these camps lay in or quite near cities with building codes prohibiting crowding in their tenement sections. The lowest allowable figure of which we have information is 400 cu. ft. per person.

Means and amount of ventilation bore no definite ratio to each other in these camps. Windows were found nailed down. Some were boarded over. Men crack out the panes in summer to cool their feet through the spaces and when winter comes stuff old rags in to keep out the cold. Clothing hanging about frequently shuts off the air currents. Coal stoves were often in sorry repair, so that gas mingled with the inside atmosphere. Coal-oil lanterns contribute almost as much in bad odors as in illuminating power.

The import of all these facts is greatly increased by this further fact, that the sleeping quarters here discussed are usually the lounging or living quarters for the rest periods. None of the railroad camps inspected

and but one of the construction camps furnished any other where men might sit about between meal and bed time or on wet days or Sundays. The large factory and mill camps have separate buildings for this purpose and electric lighting is not unusual. In them some attempts toward furnishing reading matter are made and card and pool playing are provided for. In all camps except these few, the only rendezvous for idle men other than the great outdoors or the saloon and barber shops of the neighborhood is the small space about the stoves in their bunk houses and even this they must divide with store boxes upon which the wash basins are kept. No reading nor writing was ever noticed in these groups and men occasionally said their reason for going to bed was to get out of the crowd.

Boarding Service.

Board for camp labor is furnished (a) by the companies, (b) by commissaries who bid for the concession, or (c) by the workmen themselves. No one method can be spoken of as predominating in certain lines of work or among certain races unless it is that foreigners doing track work on railroads very frequently do their own cooking. This may be due in part to their tendency to congregate by nationalities. One-third of all camps inspected were under commissary management.

Kitchens and dining rooms are often under the same roof with sleeping quarters where men cook for themselves, they are practically always in the same room. Cooks, their families and assistants usually sleep in small rooms immediately adjoining the kitchens. No very careful effort to keep the connecting doors closed is made and the activities proper to bedrooms sometimes transfer themselves to kitchens according to our agent who had to wake up three cooks asleep on their tables and who held an interview at 11 A. M. with a managress who continued her hair combing over the food with apologies for the time of day but none for the location she had chosen. No caps or aprons are worn and the men oftentimes dispense with the outer shirt.

No certain testimony was secured of the physical health of food handlers. Eye evidence inclines to the opinion that it was sometimes below par.

Dining room equipment consists in the main of a bare or oilcloth covered table with benches and granite or earthenware dishes. Negroes are always served separately. Kitchens have ranges, tables and necessary utensils for cooking in large quantities. Ice is provided for perishable products. The boxes were often ill-smelling. The discovery of a large rat among the meats in one refrigerator caused no noticeable embarrassment on the part of the management. The degree of cleanliness maintained is an exact measure of the sanitary standards of the cook, just as the food served is a measure of his culinary abilities. As his

office changes or as his efforts increase or diminish, so camp luck goes up or down. Menus in general are sufficient. Often they are varied through the week. Foreign practice is to mix all foods in soups and stews and repeat day after day. Coffee is usually served twice daily. If sugar and butter are put on the table, there are no restrictions on their use; otherwise one can have only what is furnished.

Drinking water in the dining room is in a bucket on a shelf in the corner. The common cup is used and what one does not drink is thrown out the window, on the floor or back into the bucket. In no case were there covers to these buckets or faucets for drawing off their contents. There were no filters and no coolers.

No attempt is made at waiting table other than to place the food upon it. Practically every camp claimed that good screening would be supplied before the summer season.

Commissary or company stores display open goods. Flour, macaroni and dried fruits were so shown. Old sacks are occasionally thrown over the barrels or boxes, but fall far short of forming effective covers, being in themselves unclean. Other articles offered for sale are tobacco, overalls, soap, etc. The clerk usually bunks in his store.

Charges for board vary from \$3.00 to \$6.00 per week. Commissaries on old contracts claim to be losing money on present prices. Men who board themselves are usually furnished free fuel. They keep few advance supplies, but put a money pool for frequent buying into the hands of their cook or their agent. Settlements of all costs are made on pay days.

Water Supply.

All factory and mill camps but one use city systems. The exception has a driven well in good location. One uses creek water for toilets, but has "Do Not Drink" warnings posted.

Construction camps report but one extreme case of poor water supply. Another has a 15-foot well in only a fair location.

Thirty-seven railroad camps use city systems; one has its own system; 7 have driven wells; 9 have dug wells; 7 use wells at nearby houses; one used a favorably located spring. Only one of the total is reported as very bad.

These opinions are not offered as medical testimony because unaccompanied by chemical analyses.

Toilet and Washing Facilities.

Approximately one-fourth of the camps inspected are reported as going to the neighbors, to the saloon, to the station, over the hill down the track or back of the bunk houses for sanitary necessities or else performing them in the presence of their fellowworkmen. Inside toilets

with sewer connections are established in or just off the sleeping quarters in one-half the factory and mill camps.

Distance of outside toilets from dining or living quarters range as follows:

10 feet or less.....	1 camp
10- 25 feet	2 camps
25- 50 feet	12 camps
50-100 feet	22 camps
100-200 feet	15 camps
Over 200 feet.....	10 camps

Open vaults occur. Mere holes in the ground without any buildings above them are used in seven camps. Broken fixtures or dilapidated buildings are reported 26 times. Odors were frightful and lime or other disinfectant was actually seen both in use and in readiness for use but once throughout this entire investigation. Conditions during the hot weather when flies are numerous may be imagined.

No separate toilets were provided in camps where women lived.

The more permanent camps are the only ones attempting to supply any expensive or sufficient bathing facilities and not all of these make such arrangement. More than one-half of all camps have only galvanized tubs or old lard cans in which men may wash themselves or their clothes, in whatever warm water they can induce the cook to supply. The distance from which it must be carried, the cook's humor and press of work at the time of the request, and mayhap a sizable tip and a personal stand-in, have a bearing on the case. Once the water is obtained the fellow goes back to the bunk house or out to the open for his ablutions or the "boiling up" of his clothes. Soap and towels are sometimes furnished; more frequently charged for. Men who claimed sending to the laundry as their usual practice admitted that it was untrue and that their clothing was never washed at all.

Garbage Disposal.

There were not a few cases where this feature was bad enough when seen under spring conditions. With its menace against comfort and health increased by heat and distributed by flies, its worst must pass the term nuisance and become a disgust.

Our agents saw no incinerators. A few camps had grave holes in which refuse was buried. Farm neighbors sometimes carried off such material for hogs or chickens. Within city limits, the regular carriers called for it. Until collected, it was stored in cans, barrels or buckets, largely open top, and where these were not sufficient the overflow lay about on the ground. Dishwater was thrown from the doorway.

In this, as in other matters, there was no compelling power to pull things up to any standard higher than that held by the local manage-

ment. In illustration: the mere tossing of an orange peel from a bunk window in a certain large mill camp brought instant action and severe rebuke from its sanitary police who make health conservation their subject of special study; on the other hand, a dishwater pool at the kitchen steps, sweepings under the sink and in the corners, and coffee and soup in battered tubs in a great factory camp in another section had escaped the notice of the man in charge, a salesman temporarily in off the road and honestly oblivious to the defects of the camp over which he was presiding. He confessed himself out of his line and unfamiliar with the surroundings and hastened to correct these practices.

Care of Sick.

The amount or kinds of illness caused by the conditions of any single camp is difficult to determine because of their so rapidly shifting forces of most of whom no one knows whither they come or go. Very few sick men are ever seen in camps. If they are granted any staying privilege it is not likely to extend beyond their paying abilities.

Pneumonia frequently attacks this type of worker. Many developing cases are probably passed out from these places. The same may be true of contagious diseases.

The greater factory camps require physical examination and vaccination at time of entrance and provide care during lost time resulting from both. Hospitals and contagious hospitals are provided with separate service for negroes where any are employed.

Construction camps carry their injured to a doctor or hospital but do not often assume much responsibility for the sick.

Railroad camps sometimes send men home on paid transportation or to regular company physicians.

Some camps in each classification assume no responsibilities except for injuries; the sick must "look out for themselves."

Rules and Penalties and Their Enforcement.

Two factory camps carry a force of police with both sanitary and disciplinary authority. Every part of these camps receives a daily inspection and no falling away from health requirements is tolerated. In these, the bunk houses are reserved for sleeping only and separate lounging or study halls are provided. Beds are sprayed daily. Baths are compulsory. Disorderly conduct is severely rebuked.

One 200-man construction camp maintains a sanitary committee of nine members. They were busy at the time of inspection in providing two vault toilets 250 yards from other buildings and the construction of an incinerator for table refuse.

In all other camps, the clerk or the cook was the only health executive and our agents saw no printed regulations or communications to

indicate that he was held by his employing company to any definite requirements. Not a single printed notice on any topic of safety or sanitation was posted, except the one previously mentioned regarding creek water used for toilet purposes.

Order is preserved in such places by calling on the nearest police or by the exercise of the primitive power of the crowd who simply turn on the offending individual and "put him out of camp" or "run him up the track." Much of the disorder accompanying drunkenness occurs in saloons and the camp knows of it only through the loss of time occasioned by sleeping it off.

Wage Payments and Deductions.

Wages are held back from one to two weeks. If a man is discharged between pay-days, he can secure his money at once in 30 camps and as soon as a statement of his time is made up in 54 others. If he quits, he must usually wait until the next regular pay-day. The waiting period may be passed in camp in cases of discharge, but only a few grant such privilege to workers who quit voluntarily.

Deductions of various charges against their wage accounts are made without itemization by 23 companies from whom the men receive the remaining difference in cash, signing no statements or receipts; 26 companies present slips showing total deductions and require signatures to same; 9 companies preserve the practice of the use of slips signed in blank.

No commissary had schedule of prices posted in its store room in English or other language and none furnished itemized bills to its customers, though the privilege of looking over his account was not denied to the workman in case of dissatisfaction with the total deduction.

Information concerning advances or loans made to men or charges for discounting checks belong, with employment office fees, in the category of unknowables. Most companies disclaim any official practices along these lines. Whatever arrangements the more influential men have with those who are less so are individual and unsanctioned, they say.

Conclusion.

Enough has been learned in this preliminary survey to justify the conclusion that hundreds of men in our large and freely circulating camp element live and work under sub-standard conditions equally deplorable whether considered from the standpoint of their own welfare or their employers' profits. Local health authorities are often either woefully ignorant or deliberately negligent in supervision; local management changes frequently, works under no binding oversight, understands little and performs less outside its regular routine duties. Pub-

lic health is too great a treasure to lay open to unnecessary menace and economic values are at present too high to admit of any subtraction from total continuous efficiency. Standards for construction and maintenance advised by California's Commission on Immigration and Housing produced improvement in 75 per cent of all camps inspected within one year and lead to a redraft of an ineffective law on this subject. New York's Industrial Board issues maximum requirements for cannery camps and uses them as the measure for those of other industries. Their 1915 report prints honor lists of firms which practically rebuilt their camps in compliance with the Board's orders. Further, they state that one railroad destroyed 250 box cars in a single season and replaced them with a concrete and shingle camp house of an almost model type. Brickyards, alone, are mentioned as continuing their discreditable conditions.

Wisconsin provides for camp inspection. The Department of Labor and Industry of Pennsylvania, acting through the Director of Public Employment, is compiling a directory of railroad camps and has sent out temporary rules pending actual inspection.

Supervision of the welfare of this class of workers in all matters pertaining to hygienic surroundings and industrial justice in charge systems, carried on co-operatively with other state authorities having related functions, was never more important than now when maximum production is the slogan of all business and labor to meet its excessive demand is pouring into locations in this state totally unprepared for their reception. The experience of other states gives great reason to suppose that such a campaign would meet the helpful approval of many or even most of those in authority. Camp operators in these states have not only complied with the law but have solicited the advice of the regulating boards or commissions in their endeavors to find how to correctly improve conditions. California has carried on a consistent educational propaganda by exhibit, placard and bulletin, in order to dispense such information. Hundreds of requests for this material are referred to in their report which also states that their sanitation pamphlet is listed for required reading in university courses on that subject. A great New York railroad asked that a state investigator pass upon the condition of their cars at the beginning of the season and the sites selected for their camps.

Proposed requirements should give due consideration to the very temporary nature of many camps—perhaps 90 per cent are of this class—so that no unreasonable financial burdens would be placed upon their proprietors. Fortunately, many improvements can be made in them at very slender expense and with complete demonstration that whatever makes for the workers' efficiency makes also for the employers' prosperity. To this end, we suggest as below:

General Lay-out.	Well-drained site.
Water Supply.	Satisfactory by frequent analysis. Sufficient in quantity. Stored in tightly covered receptacles from which drawn off by faucet.
Heat and Light.	Sufficient to insure reasonable comfort.
Toilets.	One seat to 20 persons. Fly-proof construction. Sewer connections where available. In other cases, containers emptied and cleansed regularly with lime, earth, ashes, crude oil or other means of keeping down nuisance. Separate means designated by signs for use of women.
Kitchen and Other Wastes.	Covered metal containers for collection. Regular disposal by incineration, cesspool, burial or as feed for chickens or hogs.
Stables.	At least 150 feet from other buildings. Frequent removal of manures or composting pits for their accumulation.
Bathing.	Provision in or near sleeping quarters of a place where warm water baths may be taken with reasonable frequency and privacy. Facilities for regular daily washing to be ample and in convenient location for use. Soap and towels to be furnished without charge.
Food Supplies.	Screened storage places. Refrigeration for perishables. No goods open in stores to contamination.
Laundry.	Some means of to be provided in every camp.
Housing.	Floors must be kept in such repair that they may be kept sanitary. If built of wood, an under air circulation must be arranged. Roofs and sides must be rain-proof. Windows and doors to be provided with screening and with necessary protection against intruders. No windows to be barred or fastened down in such a way as to prevent opening. Springs or coils for self-closing to be supplied on screen and other doors in all buildings.

